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ABSTRACT

This document presents an overview of support for economic development provided by the Swedish government to a variety of nonformal adult education programs in developing nations (mostly in Africa). The four sections of the report provide details of the following: (1) scope, objectives, and methods of Swedish development cooperation; (2) the Swedish International Development Association's (SIDA) assistance to nonformal adult education--a variety of channels and approaches; (3) the scope and guidelines of SIDA's Education Division for education assistance including support to nonformal adult education in quantitative terms and the content of the support; and (4) foreign aid to literacy programs, including financial assistance and technical assistance. A table shows the net payments of assistance from 1974-1987. (KC)

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Net Payments of Bilateral Assistance through SIDA's Education Division to Adult Education 1974/75-1986/87

Exchange rate (January 1988) - 1 US$ = appr. 6.00 Swedish Kronor (SEK)

S I D A
Education Division

11 February, 1988

SWEDISH SUPPORT TO NON-FORMAL ADULT EDUCATION PROGRAMMES

1. SCOPE, OBJECTIVES AND METHODS OF SWEDISH DEVELOPMENT COOPERATION

Sweden has been contributing to international development programmes for more than thirty years. Since the mid-seventies Sweden has appropriated around one per cent of its GNP to development aid. In 1987/88 the total allocation to development cooperation amounted to SEK 9 870 million (around US$ 1 650 million) of which slightly more than half was assigned for bilateral assistance through SIDA. This assistance is mainly concentrated to 17 developing countries, most of which are in Africa and Asia.

The Swedish Parliament has set the objectives for development cooperation to be the following:

- to increase the developing countries' resources and growth

- to promote economic and social equality

- to increase economic and political independence and

- to support a democratic development

The Government has proposed that a fifth objective - sustainable use of natural resources and protection of the environment - be added. A decision in this issue will be taken by Parliament in 1988.

As a viable methodology to reach these objectives, the bilateral cooperation is based on the principle of country programming. The country programme method implies that the recipient country sets the preferences and priorities of how Swedish aid should be utilized. It thus enables the recipient government to integrate external assistance into its overall development strategy. This method has, as a necessary prerequisite, a stable relationship founded on mutual understanding between recipient and donor countries.

Swedish assistance is mainly directed towards industry, infrastructure, agriculture, health and education. This is reflected in SIDAs organization; the Divisions of Industry, Infrastructure, Agriculture, Health and Education are responsible for the planning and follow-up of the programmes in their respective fields.

SIDA

2 SIDAs ASSISTANCE TO NON-FORMAL ADULT EDUCATION PROGRAMMES - A VARIETY OF CHANNELS AND APPROACHES

The development of knowledge and transfer of knowledge is an important component in most, if not all development programmes. Be it an industrial project or a health programme, there is normally a substantial education component included. Project-related education programmes are administered within those Divisions responsible for the projects. The Education Division is responsible for education programmes that are not directly linked to specific development projects. Thus SIDA supports, through its different Divisions, various kinds of Non-formal education programmes. In very rough figures 106 MSEK or slightly more than two percent of the bilateral Swedish assistance was appropriated for Non-formal education in 1986/87.

Through the Education Division national adult education programmes, in particular literacy/post-literacy programmes, are supported in a couple of countries. This assistance is granted to the Ministry in charge, usually the Ministry of Education, for planning and implementation on a national scale. In 1986/87 the Education Division supported Adult education programmes with a total of around 24 MSEK.

A detailed account of the Education Division's support to Adult Education programmes is presented in chapters 3 and 4 below.

During recent years SIDA is supporting an increasing number of integrated rural development projects. These projects which should be based on the active participation of the people concerned will necessarily have to include a number of mobilizing and educating activities for adults. These education activities range from consciousness-raising to the transfer of certain techniques, from literacy to village-leadership training. The programmes are specifically planned to fit into a particular development project. They are concentrated to restricted geographic areas.

In 1986/87 larger components of Adult education projects were to be found in e g the Agriculture Sector Support Programme in Zambia, the Mozambique-Nordic Agriculture Programme, the Rural Development Projects in Badulla and Matara, Sri Lanka, the Integrated Rural Development Project in Guinea-Bissau as well as in the Intensive Rural Works Programme in Bangladesh. Consciousness-raising programmes for farmers are essential parts of the Village Forestry Development Projects in India, Tanzania and Ethiopia of the Soil Conservation Projects in

Kenya, and of the Water and Health projects in Kenya and Tanzania.

In rough terms 30 MSEK were spent on Adult education activities within other development projects.

Another substantial part of SIDAs aid directed to Adult education programmes is channelled through Non-governmental organizations.

A large number of Swedish Missionary organizations are supporting literacy and other Non-formal adult education programmes as part of their village development- or general education projects. In financial terms, however, the two most important NGOs involved in Adult education are the Trade Union and the Cooperative Movement. Technical and financial support is provided to third world Trade Unions and Cooperative Unions/Societies to enable them to educate and mobilize their members through consciousness-raising campaigns, literacy classes and courses in basic book-keeping, employment legislation etc.

In 1986/87 approximately 52 MSEK were spent on Adult education through Non-governmental organizations.

These three forms of assistance to Adult education should be seen as complementary - each one has its specific advantages as well as drawbacks.

Support to the central bodies responsible for national programmes is vital for the global planning, the production of basic readers and post-literacy reading material, for the training of instructors and for the production of radio-programmes etc. National campaigns and programmes should also guarantee a somewhat equal distribution of education opportunities throughout the country.

What could be a weak point in the support to the central body, usually the Ministry of Education, is that a centrally planned programme risks to be too general and thus somewhat irrelevant to a large part of the population. The Ministry of Education may have difficulties in receiving and utilizing inputs from other Ministries, like Agriculture, Health, Water, which could lead to a curriculum and text-books insufficiently related to on-going development efforts.

Adult education programmes within development projects do not usually face this risk. Generally these programmes are planned jointly by specialists in various fields, all of which familiar with that particular project and geographic area. At best this will make the programmes truly relevant to the participants as well as to the development of the

project. Moreover, participants in these education programmes will often be supported with inputs like tools, credits, etc, which increases their motivation to learn, and it definitely increases the positive impact of the training programme. The main drawback with these development projects, financed mainly by foreign donors, is that they usually become so expensive that for some years to come they will be like isolated "islands of development", difficult to replicate and extend on a larger scale.

Also the NGOs, through their close cooperation with local churches, cooperative societies, etc, have good possibilities to plan their education programmes to suit the needs of the participants.One important limitation, however, is that the education programmes of the Trade Union and the Cooperative Union are directed mainly to (prospective) members, thus leaving a large part of the poorest, e g the landless and the unemployed aside.

Thus, by supporting these different but complementary forms of Adult education activities, SIDA will continue to strengthen the endeavours of developing countries to mobilize and educate their adult population.

3. SIDA'S EDUCATION DIVISION - SCOPE AND GUIDELINES FOR EDUCATION ASSISTANCE

In 1986/87 the Education Division was supporting projects and programmes in 11 of the 17 programme countries. Total payments amounted to 230 MSEK (US$ 38 million), which corresponds to around five percent of the total Swedish bilateral assistance.

In relative terms, allocations to education and other social sectors have been decreasing during the last few years to the benefit of a growing import support, especially to countries in acute economic crisis.

In its endeavour to specify in education terms the overall objectives for Swedish development cooperation as referred to in Chapter 1, the Education Division, since the early seventies, has adhered to a strategy in which highest priority has been given to Basic education, comprising Primary as well as Adult education.

The thrust on Basic education is closely related to the objectives for Swedish development cooperation: economic growth, equality, independence and democracy - no nation can hope to get nearer to these objectives without providing Basic education to its citizens, children as well as adults. Moreover, Basic education, in particular Adult education and

literacy, is so far the only form of education in which females are participating to the same extent, and sometimes even to a higher extent, as males.

3.1 Support to Non-formal Adult Education in quantitative terms

In 1986/87, 149 000 MSEK or 66 percent of the Education budget was utilized for bilateral Basic education programmes. However, the overwhelming part of this sum was spent on Basic education for children, the amount allocated for adults was around 24 MSEK or 11 percent of the Education budget. Table I shows the disbursements by subsectors in an historic perspective.

Table 1

Swedish bilateral assistance within the field of education - disbursements by subsector (in percent of total)

	Total up to 80/81	81/82	82/83	83/84	84/85	85/86	86/87
PRIMARY EDUCATION	22	46	40	29	49	58	55
SECONDARY EDUCATION	16	13	6	16	9	5	5
TERTIARY EDUCATION	4	2	5	7	1	2	2
VOCATIONAL TRAINING	25	27	35	27	23	22	23
ADULT EDUCATION	13	12	11	13	8	10	11
OTHER PROJECTS	16	1	4	8	10	3	6
TOTAL MSEK	1575	285	270	236	299	230	227

Table 2

Education Division payments to Adult education in 1986/87 (MSEK)

BOTSWANA (literacy)	3,7
ETHIOPIA (post-literacy)	1,0
MOCAMBIQUE (literacy, post-literacy)	1,8
TANZANIA (post-literacy, Folk Development Colleges)	9,2
ZIMBABWE (school-leavers programmes, literacy, post-literacy)	8,1
	23,8

In addition to this bilateral assistance to specific countries, some financial support is being

provided to the Nordic Folk High School Association and to the International Council for Adult Education to promote networking and exchange of experience. Moreover, assistance is given to the newly founded "l'Institute pour le Developpement et l'Education des Adultes" in Geneva.

For more detailed information on the Education Division's bilateral assistance to Adult education since 1974/75 see Appendix I.

As can be seen from the above tables and Appendix I, SIDA's support to Adult education is in quantitative terms characterized by its

- comparatively low share of total budget

- rather limited number of recipient countries and

- relative concentration to one country (Tanzania).

This situation is a consequence of the method of country programming, meaning that initiatives on what Swedish aid should be utilized for have to come from the recipient country. So far requests for assistance to Adult education including literacy have not been as abundant as SIDA would have preferred. This probably reflects that most of SIDA's programme countries at present give higher priority to other fields of cooperation. In some cases it also reflects a generally low priority to Adult education within the country, but not in all cases. Nicaragua is an example of a programme country where remarkable efforts have been made lately in favour of literacy, while no requests have been made to SIDA for direct assistance in this field. An important explanation to the limited financial assistance to Non-formal adult education is that it generally does not require heavy investments such as buildings, machines or other relatively expensive equipment.

Tanzania's large share of SIDA's support to Adult education programmes certainly reflects its own large involvement in Adult education. Its National Literacy Campaign is known as one of the successes in the worldwide struggle against illiteracy. The cooperation with Sweden in the field of Adult education started in the 1960s with an emphasis on technical assistance. Another factor contributing to Tanzanias large share of SIDA's Adult education assistance is the fact that Tanzania is the largest recipient of Swedish bilateral aid generally and that the education sector has been receiving a substantial share of that aid.

3.2 The content of the support

At present most programmes supported deal with literacy/post-literacy activities (see Appendix 1). One important exception is the support to the Folk Development Colleges, FDC, in Tanzania (see 4.2, below).

Most of the assistance consists of financing both external and local costs. Technical assistance is today a small component. In Tanzania a large part of the costs for capital investments made for the literacy campaign and other Adult education activities have been financed through SIDA.

Aid to Adult education has mainly been used for the following components:

- paper, printing equipment for the production of textbooks (Botswana, Ethiopia, Mocambique, Tanzania, Zimbabwe) and Rural Newspapers (Tanzania)

- means of transport (Mocambique, Tanzania)

- renovation of and equipment for training centres and Folk Development Colleges (Mocambique, Tanzania)

- equipment for film education (Tanzania)

- local financing of literacy activities, such as training of instructors (Guinea-Bissau, Mocambique, Sri-Lanka, Tanzania), writers workshops (Tanzania), printing and distribution of teaching material (Botswana, Guinea-Bissau, Mocambique, Tanzania), the purchase of books for Rural Libraries (Tanzania), honoraria to instructors (Botswana)

- personnel (in 1986/87 educational planners in Tanzania and Ethiopia and one FDC-administrator in Tanzania).

4 FOREIGN AID TO LITERACY PROGRAMMES - GENERAL REMARKS

Experience in the world over seems to indicate that most successful literacy programmes have been intimately linked with the socio-cultural, economic and political aspirations of the people concerned.

In more concrete terms this means that the study material should reflect the local environment and that the local environment has to be part of a wider process of mobilization among the people.

The success of literacy programmes is not primarily a question of the number of books printed, rural libraries in operation or vehicles supplied. Al-

though all these components are certainly required also for a literacy programme they can never cause mobilization of the people or determine the essence of the programme.

This is not to say that foreign aid has no impact or does not have a role to play. The point here is that planning of projects has to be very carefully done and has to be very sensitive to local needs. The response within the Education Division to this will be discussed briefly below under two main headings 1) procedures for the transfer of funds to literacy programmes and 2) the relevance of technical assistance.

4.1 Financial assistance

The above should be sufficient to indicate that decision-making procedures within donor agencies are not neutral in relation to development efforts and to planning processes in countries which receive assistance.

We would argue that this observation, although not new, is of particular importance in relation to literacy programmes.

The reason is that donors traditionally prefer projects which are limited in scope and time and which can be budgeted in some detail before being approved.

Also the location of a project should preferably be limited to a few places. Decision-making procedures within donor agencies are built in this notion of a project and so is the image of foreign aid among the general public in the donor countries.

Donors usually look at projects as investments which i a means that only capital costs are covered and preferably the foreign exchange component only.Literacy projects usually do not meet any of these criteria. They are widely spread geographically, and more difficult to plan and cost in detail and the needs are for local recurrent costs rather than for capital costs.

The response within SIDA to these problems has been to look for more flexible procedures which are better suited to the requirements i a of literacy programmes, health campaigns and programmes for rural water supply.

Sector support agreements with special procedures of cooperation were introduced in the early 1970. This has allowed for a considerable flexibility. It has been possible under such agreements to reallocate funds between projects but also between vari-

ous items in a project budget. Local recurrent costs could be met under such programmes.

4.2 Technical assistance

Swedish technical assistance has constituted a small fraction of the assistance given to literacy programmes. There are two main reasons for this. One has already been mentioned, the possible contradiction between the need for mobilization of and by the people themselves and technical assistance from the outside. The second reason is that the Swedish experience in the field of literacy is limited.

However, apart from literacy, Swedish Adult education experiences have been useful in the development work. For example the study circle method as developed by the Trade Unions, the training methods of the Cooperative Movement etc, in the late 19th century have proved to be interesting to similar programmes in developing countries. This is also where we find Swedish personnel involved rather than in literacy programmes per se. Also distance education schemes as well as the Scandinavian model of Folk High Schools are experiences that have been able to inspire Adult education efforts in some developing countries. In Tanzania towards the end of the 1960s the Institute of Adult education (originally focussing on distance education methods) was built up through a massive input of Swedish personnel. Later on, the Folk High School inspired Tanzania to establish a network of 52 Folk Development Colleges which carry a number of features of the original Swedish Folk High School. For example, one of their main objectives has been to train village leaders. The Swedish Folk High Schools originated from the training needs of the local rural communities in running their own affairs and from the needs of the farmers for further theoretical and practical training.

A study on to what extent Swedish Adult education experience in fact has been useful or applicable in development programmes was presented in the SIDA-publication "Swedish Folk Development Education and Developing Countries" (Education Division Documents No 18, 1984). It clearly shows that technical assistance has to be planned and implemented with a lot of imagination and sensibility if it should meet the national and local needs.

Other issues of SIDAs publication Education Division Documents elucidating the field of Adult education are Adult Literacy in the Third World (No 32) by Agneta Lind/Anton Johnston, and Adult Education in a Village in Tanzania (No 36) by Aikael Kweka.

NET PAYMENTS OF BILATERAL ASSISTANCE THROUGH SIDAs EDUCATION TO ADULT EDUCATION
1974/75 - 1986/87 (in SEK 000)

COUNTRY	PURPOSE	74/75-79/80	80/81	81/82	82/83	83/84	84/85	85/86	86/87	TOTAL
Botswana	Literacy	-	-	2 450	1 656	3 600	4 000	2 600	3 700	18 006
Ethiopia	Post-lit	-	2 400	-	-	-	-	-	1 000	3 400
Guiné-Bissau	Literacy	260	822	245	281	615	540	300	-	3 063
Mocambique	Literacy, post-lit	2 886	343	2 717	416	1 197	1 959	1 300	1 800	12 618
Portugal	Adult educ	3 944	1 108	-	-	-	-	-	-	5 052
Sri Lanka	School leavers	-	-	-	-	3 000	200	-	-	3 200
Tanzania	Post-lit, FDC[1)]	92 630	20 609	16 940	23 546	22 353	17 513	16 500	9 200	219 291
Zimbabwe	Literacy, rural dev.	-	-	-	-	-	-	2 500	8 100	10 600
	TOTAL	99 720	25 282	22 352	25 899	30 765	24 212	23 200	23 800	275 230

1) FDC = Folk Development Colleges

APPENDIX 1